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ABSTRACT

Successfully field tested in four villages in the Federal Capital Area, Pakistan, the model is designed to: identify and prioritize village concerns and educational needs; validate and analyze the needs with respect to village values and goals; and select, develop, implement, and evaluate a best solution. Major steps in the model are: data collection; induction of the local primary school teacher into the research and planning effort; establishment of village Needs Assessment Committees and scheduling of meetings; training facilitators; and conducting Committee meetings to define, prioritize, and plan solutions for village needs. Enthusiastic response of facilitators, teachers, and villagers calls into question conventional assumptions about rapid educational improvements and supports the conclusions that: total village improvement is the most productive strategy for improving primary school attendance; uncoordinated services to villages (such as current governmental programs) are unproductive; and village specific solutions are best. The model should be piloted in every Pakistan province and used to generate solutions to primary education problems. Research, experimentation, monitoring, and evaluation should continue in the test villages. Appendices list the four villages' educational needs, alternative solution strategies, and outlines of each village's adopted plans. (SB)

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A PARTICIPATORY PLANNING MODEL FOR VILLAGE EDUCATION IN PAKISTAN

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GOVERNMENT OF PAKISTAN

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A C K N O W L E D G M E N T S

The amount and complexity of relationships involved in conducting educational research at the village level calls for a great deal of time, effort, patience and cooperation. Many persons have been directly involved in this study. Appreciation is expressed to Saeed Ullah Shah, Mirza Mohammad Musheer and Mokhmoor Ahmad Goheer, B.E.P. staff members who served as facilitators for the male committees of the villages and to G. M. Shah as the administrator in the Federal Territory, who expedited these studies. The authors wish to acknowledge the direct and indirect assistance of the teachers and headmasters of the primary schools, officers and individuals of the Ministry of Education, Institutes of Education Research, Education Department of Federal Government, Education Institutions, Officers and staff of USAID, and the villagers and village leaders of Pind Begwal, Tarlai, Chirah, and Gongal.

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I. THE PARTICIPATORY PLANNING MODEL

The participatory planning model focuses on the village level where preliminary factual and opinion data are gathered. These and other data are then channeled into a representative village committee.

With the assistance of a trained, outside Facilitator, the committee defines and documents the educational needs of the village. In a subsequent meeting, alternative solutions to the identified needs are reviewed and the best solution is selected by the committee. Also, a plan is formulated for implementing this solution, using mostly local resources. The validated needs, selected solution, implementation plan and budget, together with a monitoring and evaluation design for each village, are then compared and consolidated into a Markas Plan in another representative committee.

The model has evolved out of extended deliberations in the Bureau of Educational Planning & Management. In all significant phases of the preparation of the model and its field testing, senior researchers from all the premier educational research institutions of the country, including Institute of Education & Research, Lahore, Institute of Education & Research, Hyderabad, College of Education, University of Peshawar, and College of Education, University of Baluchistan, were intimately associated. The major steps involved in the model are briefly described below.

(a) Collection of preliminary facts about the village:

The data collection forms have been designed to gather factual information on primary school attendance, curriculum, building and facilities, management and administration, and on village resources, community development, and nonformal and informal education. The instrument has the following unique features:

* An attempt has been made to give a quantitative measure to the qualitative aspects of the phenomena studied.

* The scoreability of the data collection forms simplifies the processing of large amounts of data and can be channelled back almost immediately into the decision making for the village.
* The data collected can be measured on each separate category of the instrument or for the totality.
* The comprehensiveness of the instrument permits the computation of an overall index of human resource development of the village in terms of Gross Product of Education (GPE).

(b) Induction of local primary school teacher into village research and planning effort:

One male and one female teacher, preferably but not necessarily the headmaster and headmistress, from each of the local boys and girls primary or middle schools are given orientation to the project. The data collection forms are presented and explained thoroughly so that the teachers can take them to the village with confidence and return the collected information in a week. The male teacher concentrates on the male and the lady teacher on the female populations. The data collected by both the teachers are coordinated and reconciled.

(c) Setting up village Needs Assessment Committee separately for men and women and scheduling their meetings:

As the male and female teachers return to their village to collect factual information, each of them also convenes meetings of people belonging to various classes, interest groups, etc. The male teacher convenes separate meetings of craftsmen, shopkeepers, laborers, farmers, tenants, etc. The female teacher organizes similar separate

meetings of women coming from the homes of different categories of people such as mentioned above. Each teacher encourages the participants to give expression to what they consider as the most crucial problems of the village and to nominate a person to represent them on the village Needs Assessment Committee. After a male and a female Needs Assessment Committee has been constituted in the village, each teacher asks the Committee to set dates for four meetings of four hours duration each. It is advisable that the meetings of male and female committees are scheduled on the same dates at the same time. After the teachers have collected the factual data, constituted Needs Assessment Committees and scheduled the meetings, they report back with all the information.

(d) Training of Facilitators:

While the teachers are collecting data and setting up Needs Assessment Committees, another set of persons, one male and one female, preferably high school or college teachers not belonging to or working in the project village, are given training in conducting Needs Assessment Committee meetings as scheduled by the local teachers. When teachers report back with factual data, rosters of Needs Assessment Committees and schedule of meetings, the facilitators discuss and carefully examine all the information with the teachers.

(e) Conducting Needs Assessment Committee Meetings:

The Facilitators conduct meetings according to schedule to which the concerned teachers act as secretaries. The Facilitator introduces himself and gets acquainted with each member of the committee and explains the whole plan of activities. The need of participation

of each member is emphasized. The following process is completed in the four meetings:

(i) The Facilitator elicits from the Committee members the most crucial needs of the village and lists them on the blackboard. Typically, the needs expressed by village people are likely to include Increase in Income, Electricity, Education for Girls, Dispensary, Drinking Water, Roads, Employment, etc.

(ii) After the committee members have given all their needs, the Facilitator sets out to explain the difference between ends and means; between needs and solutions; between products and processes. This is one of the most crucial steps of the model. Committee members are shown clearly that what they have indicated are not needs but means or solutions to resolve needs. Needs are those things the fulfilment of which results in a change in the behavior of a person, in his attitude, in his knowledge, in his skills. Thus the need is defined at the level of a learner.

(iii) As soon as the members of the committee can distinguish between needs and solutions, they are ready to prepare a new list of the most crucial needs of the village. The Facilitator writes the responses from the members on the blackboard. This time the revised list of needs is likely to include religious practice and appreciations, vocational skills, reading, writing and simple accounting skills, homemaking skills, health, etc.

(iv) The next step after the listing of village needs is to have the committee members vote on the priority of each need. Thus an order of priority to resolve the village needs is established.

(v) Each identified need is then thoroughly analyzed, carefully examining the facts about its existing conditions in the village. The committee then sets goals for the improvement of existing conditions in regard to each identified need in terms of statement of values. This then becomes a comparative chart of what is and what ought to be. The difference between what is and what ought to be is the extent of the need or the magnitude of work required to be done to resolve the need. The committee also determines the target population in respect of which the need has to be fulfilled, puts a measure on its criticality, sets performance requirement or evaluation criteria as to the conditions when the need will be considered resolved.

(vi) In a subsequent meeting, various alternative solutions are examined to meet the needs. The Facilitator also presents two or three solutions in the form of coordinated effort to resolve the validated needs in one package. The Facilitator also impresses upon the committee the advantages of providing opportunities to students and teachers for direct participation in the operations of different community projects. The committee reviews carefully all the suggested solutions and selects the best in terms of acceptability, feasibility, benefits and costs.

(vii) The selected solution is then translated in the form of village development plan giving the details of the composition of the village Planning and Management committees responsible for planning and implementation of the village plan, the projects desired to be undertaken, the implementation program, the resources required, cost sharing between the local community and the government, etc.

(viii) The village plans are checked for technical accuracies before they are finalized by the village Planning and Management Committee.

(ix) The final plans of all the villages are compared and consolidated into a Markaz Plan in a meeting where all the village Planning and Management Committees are represented.

II. THE MODEL FIELD-TESTED

The model was field-tested in the following four villages of the Federal Capital Area.

1. Tarlai Village — This village is the IRDP Markaz headquarter and has been exposed to frequent interventions by various agencies of the Government.
2. Gangal Village — This village is situated near the Islamabad airport and is in close proximity to Rawalpindi. A large number of people from this village work in Rawalpindi and Islamabad in Government Offices or in shops or as laborers.
3. Chirah Village — This village is located near PINSTECH and presents an interesting case study as far as the influence of a national project like the PINSTECH is concerned. The village is a conglomeration of a number of scattered settlements.
4. Pind Begwal — Pind Begwal represents a backward and isolated village comprising of few small and impoverished settlements.

Local Teachers' Performance

The following local teachers were involved in the field test.

Village	Male Teacher	Female Teacher
Tarlai	Second Headmaster Middle School	Headmistress Primary School
Gangal	An unemployed Graduate	Headmistress Primary School
Chirah	Headmaster Middle School	Headmistress Primary School
Pind Begwal	Primary School teacher	Headmistress Primary School

Generally, all the teachers involved in the field test exhibited high level of motivation and ability in receiving the orientation, collection of factual data, organizing committees and scheduling of meetings and serving as secretaries of the Needs Assessment Committees. The teachers appeared to be enthusiastic from the experiences gained in (i) collecting information about the village (ii) in interacting with the village people (iii) in organizing committees and scheduling meetings (iv) in identifying and analyzing the village needs (v) in examining alternative solutions (vi) in knowing and utilizing community resources (vii) in the creation of local planning and management structure, and (viii) in the formulation of the village development plans.

The village people also had developed a reciprocal feeling for the teachers who for the first time were really known and who appeared to be genuinely interested in educational development of the community. The exercise provided immense opportunities to the local teacher to acquire a respectable place in the village.

Facilitator's Performance

Apart from the four staff members of the Bureau of Educational Planning & Management who acted as male Facilitators, four lady teachers from Islamabad educational institutions were given training to perform as female facilitators. All the facilitators were highly successful (i) in conducting the meetings of the village Need Assessment Committees (ii) in getting the needs identified, analyzed, and validated (iii) in getting alternative solutions examined and in having the best solution selected (iv) in getting the local planning and management structure created, and (v) in having a five-year development plan formulated from the Needs Assessment Committees. The Facilitators viewed the experience as immensely rewarding, which helped in reinforcing their faith in

the people and their conviction in the possibilities of bringing about rapid socio-economic development.

Motivation of the Village People

The model proved to be highly successful in motivating the village people for their self-development. In fact, the general impression carried from the field test in the four villages was that the people were just waiting to be reached. The people in general and members of the Needs Assessment Committees in particular demonstrated keen and sustained interest throughout the exercise. Of particular significance was the enthusiasm among the women folk. It was perhaps the only time in their lives when they were regarded as important members of the community and their opinions were sought and given weight.

Participatory Planning

The village people were found to be highly intelligent and articulate in defining and analyzing their needs, in examining alternatives, and in formulating plans. Both the male and female Needs Assessment Committees were generally fairly representative of various interest groups. The participation of all the members of the Committees was spontaneous and vigorous.

Mobilization of Community Resources

The Facilitators were given clear instructions that their job was to motivate the rural people for self help through the mobilization of their own efforts and resources. They were not to make any promise for large Government investment. Instead, it was to be impressed upon rural people that the country's development could not be brought about through Government's meager resources alone; each community possessed immense human and physical resources which could be utilized to make tremendous contributions to the national progress. Rural communities were backward because of lack of effort on the part of the people towards self-development. The village people were to be convinced that the mission of the Facilitator was only to assist them in planning for their community's development.

The response of the people was, by and large, heartening. They were ready to voluntarily spare rooms and free time for starting various educational and social uplift activities. The ladies who knew knitting and sewing offered to teach these skills on their own machines. In one of the villages work on cleaning and levelling of hithertofore muddy and broken streets, through local effort, got started during the exercise. In some villages people were ready to have the boys and girls taught together in the primary classes under the female staff. In others, double shifting was readily accepted. In one of the villages the people said they would neither ask for more staff nor for building, but only for the permission to start class VI in the existing school. All the four villages have indicated precisely as to what community resources could be made available for starting various development projects.

Creation of Planning and Management Structure

At present, the structure of local self government does not exist in the rural communities. As the Needs Assessment Committees moved towards preparation of development plans, they realized the need for creating a structure which would provide organization for planning and implementation of development programs. Thus each village was able to constitute a central Planning and Management Committee and sub-committees for different settlements within the village and also technical working committees for various sectors such as Education, Health, Construction, etc. The Planning and Management Committees in each village were ready to assume responsibility in terms of ensuring enrollment of all the children in primary classes, or of illiterate adults in adult literacy centers, etc.

Formulation of Five-Year Village Development Plan

The Planning and Management Committees of the four villages were able to produce broad outlines of their plans. They had indicated as to which pro-

jects they would like to complete, in how much time, what community resources would be available and how the projects would be completed. These plans are at present being examined in the Bureau from a technical point of view and will be discussed with the village Planning and Management Committees before they can finalize them. The final plans of the four villages will be field-tested for coordination at the IRDP Markaz level in a meeting where a representative of each of the village Planning and Management Committees and officials of various Government Departments will participate.

III. CONCLUSIONS AND RECOMMENDATIONS

Considerable data and a large amount of village experience and insight have been gleaned from this research effort. From the village research thus far completed it is possible to report what appears to be some major findings or conclusions.

1. CONCLUSION: THE MODEL.

The participatory planning model can be successfully used to identify crucial concerns of the villagers, to translate these concerns into a priority of basic behavioral needs, to validate and analyze these needs in relationship with villagers aspirations, values, and goals. In addition, the model is useful in getting villager consideration of alternate solutions to their defined problems and in helping them accept with commitment a solution they believe to be viable in consideration of their village resources. Furthermore, the model can successfully help the villagers develop a detailed, understandable plan for implementing their selected solution and evaluating its benefits and effectiveness.

2. CONCLUSION: School Improvement Assumptions.

The use of the participatory planning model has called into question the conventional assumptions about how to quickly improve primary education. For example, in consideration of a total village setting, the isolated improvements of primary school buildings, the quality of teachers, or the school curriculum will not assure better attendance or curb pupil dropout.

3. CONCLUSION: Uncoordinated Services are Unproductive.

Regardless of the program offered, if it comes into the village as an isolated service or improvement without a coordination with other services, it is doomed to failure, or at least to a very marginal level of success or impact.

The educational needs in the village must be seen as needs of human beings. As long as the delivery of services is parcelled out in a bureaucratic standardized, compartmentalized, insensitive manner without regard to or coordination with other available resources and service, the needs of the village people will not be met.

4. CONCLUSION: Lack Coordination in Existing Services.

Government of Pakistan programs are bureaucratically structured into various ministries and deliver services into the village level in such a way as to structurally insure a fragmented view of life. These services come into the village as though there were no connection between education and family planning, or agriculture and adult education, or health and economic development, etc. There appears to be very, very little genuine cooperation and coordination among ministries and departments, etc.

5. CONCLUSION: Total Village Improvement Seems Most Productive.

From the village experience thus far gained, it appears that improving primary school attendance and curbing pupil dropout can best be met by a coordinated, mutually reinforcing series of village efforts. Thus, a thrust at improving adult attitudes and education, together with similar improvements in nonformal education, school facilities, personnel, curriculum, pupil health and motivation appears to offer the most promising approach.

6. CONCLUSION: Village Specific Solutions are Best.

In Pakistan the improvement of primary school quality and impact through pupil attendance and the elimination of dropouts does not appear possible with a single, simple, blanket solution. The successful solutions appear to consist of many elements in unique combinations for each village. They can, however, be successfully provided.

7. CONCLUSION: School Management Needs Strengthening.

The management, supervision and decision-making capabilities of the G.O.P. on the federal, provincial district and markaz levels, needs substantial upgrading. The lack of accurate records and information, the poor relationships between villagers and professional educators, and the discretionary way that teachers are assigned and buildings are granted to villages, leaves much to be desired. It is difficult to see how village primary education can be dramatically improved until there has been marked upgrading and strengthening of the management of schools.

1. RECOMMENDATION: Pilot the Village Planning Model in Every Province.

The planning model that was successfully field-tested in the four villages in the Federal Territory should be given a pilot try-out in a sample of villages in each province. More experience is needed with the model in various settings and localities, in broadening the range of solutions to problems of primary education and in real conditions under provincial administration.

2. RECOMMENDATION: Coordinated Programs of Improvement.

To be effective, any pilot or widespread program of upgrading primary education must go beyond any isolated input into the village, such as only school building improvement, only a curriculum enrichment, or only an upgrading of teachers. Only if the program coordinates with the efforts of other services and resources in the village, focuses on human needs and is evaluated accordingly, will it be able to make maximum, effective use of resources.

3. RECOMMENDATION: Conduct Further Research and Experimentation Within the Four Pilot Villages.

The planning model was successfully field-tested in four villages. A five-year plan for the development of education was produced in each of these villages. There is a need to study subsequent activities related to these plans. Such research can provide insights and experience with innovative

school practices related to building alterations, double shifts in schools, mixing classes of boys and girls, school health units, the use of local and external resources, etc.

4. RECOMMENDATION: Monitor and Evaluate Village Follow-Through and Fulfillment of Education Plans.

Verbal acceptance and the creation of plans on papers is one thing. Getting the plans fulfilled in a way that resolves its basic needs and objectives can be quite another matter. It would be advantageous to monitor and evaluate the activities of the villagers in fulfilling the plans in the four villages that have thus far formulated plans.

5. RECOMMENDATION: The Model Generates Solutions to Primary Education Problems.

While the data collection phases of this research has only identified and delineated the extent of problems in primary education, the use of the village planning model can provide a series of successful alternative solutions to these problems. Its further, immediate implementation, therefore, seems imperative.

APPENDIX A

SUMMARY OF THE EDUCATIONAL NEEDS IDENTIFIED IN THE ASSESSMENTS

RESULTS OF THE NEEDS ASSESSMENTS IN FOUR VILLAGES IN THE FEDERAL CAPITAL TERRITORY

1976

NEEDS	CHIRAH	GANGAL	PIND BEGWAL	TARLAI	TOTAL
Moral Values	1	1	1	1	4
Health	1	1	1	1	4
Econ. Develop	1				1
Voc. Skills	1	1	1	1	4
Relig. Knowledge	1		1		2
Literacy (Reading & Write)	1	1	1	1	4
Social Skills	1				1
Citizenship		1			1

With each of the identified needs shown above, the village needs assessment committees assigned a priority and defined measurable criteria by which it would be known that the need had been resolved. As an example of the type work done on each need within each village, the work sheet of one need for the village Pind Begwal is as follows:

NEED: People in Pind Begwal need to be proficient in reading, writing and calculating.

MISSION: DEVELOP LITERACY IN PIND BEGWAL.

CONSTRAINTS: Time - completed prior to 1981.

LOCAL RESOURCES: The problem must be resolved with local resources.

PERFORMANCE REQUIREMENTS:	CRITERION MEASURE:
This need will be considered resolved when:	
1. At least 90% of the children of age 10 and above can read and write and perform basic calculations.	Sample survey.

PERFORMANCE REQUIREMENTS (Cont.)	CRITERION MEASURE:
2. Not less than 50% of the adult population can read and write letters.	Information from postal authorities.
3. At least 80% of the families are reading newspapers regularly.	Information from back shops, news dealers, etc.
4. At least 60% of the population is regularly using library facilities at least once per month.	From Library.

A P P E N D I X B

ALTERNATIVE SOLUTION-STRATEGIES

APPENDIX B. ALTERNATIVE SOLUTION-STRATEGIES CONSIDERED IN THE VILLAGES USING THE PARTICIPATORY PLANNING MODEL.

The village planning committees were requested to generate alternative solutions to resolve the needs they had identified. Using the volunteered solutions, the facilitator was also to supplement these with at least the following four solution strategies. Each village accepted a modified version or combination of the following:

Present Organization: This solution-strategy maintained existing village institutions intact. In diagramatic form it portrayed boys schoolsand girls schools as completely separate and showed other institutions such as mosques, post offices, shops, industries, and governmental as separate.

Fused Institutions: This solution-strategy attempted to merge institutions as much as possible. Thus the administration of the boys and girls schools was unified and the staff of both schools was redeployed advantageously. In some instances, the schools were involved in farming or a productive local industry and the post office function was to become an integral part of the school's function with the involvement of students and teachers.

Shared Services: One solution-strategy capitalized on the concept of sharing certain services wherever possible. Thus two or more villages were to specialize in certain programs and share these. For example, a redeployment of teaching assignments in the boy and girl schools allowed for specializations in such areas as school health, physical education, counseling and attendance, arts, etc. One teacher with such a specialization might serve two to four villages weekly as a kind of itinerant teacher, rather than be confined to one village. Villages, of course, would work out trading services or specializations.

Village Cooperative: This solution strategy called for a village-wide

organization that attempted to coordinate various public and private enterprises within the village in an attempt to maximize productiveness as well as enhance the educational experience of pupils. This solution called for widespread village participation and involved school pupils and teachers in the production, marketing, accounting, planning aspects of a variety of enterprises.

A P P E N D I X C

OUTLINE OF THE VILLAGE EDUCATION PLANS ADOPTED

I. DEVELOPMENT PLAN OF PIND BEGWAL

Four committees were to be responsible for planning and management of their respective responsibilities and would also elicit cooperation of concerned Government Agencies.

1. Use of School Personnel:

According to the development plan the villagers agreed to use one school in double shift, both for females and males. They also agreed that the schools should run four hours instead of six hours and teachers should work as educators in the development of various programs of the village in these two hours and also allow and guide the students to work for the development of the village.

2. Formal Education.

The village committee decided to start class VI in the boys Primary School. This would take effect from 1st April, 1976 without any expenditure on the part of Government. Two persons from the village were identified to teach regular classes in the boys Primary School with immediate effect.

3. Adult Education.

The village committee decided to open four adult education centers with immediate effect. One of these would be fore females and three for males.

The services of three villagers were obtained on self help basis, who would teach daily from 4 p.m. The villagers requested that some funds be provided to purchase or make blackboards, as well as to purchase reading materials.

The teachers who were residing in the village agreed to start Adult Education programs for two hours daily in the afternoon on a self help basis. The villagers requested that for the development of handicrafts and skills in the village, the machines should be requested of the Government.

4. Religious Education.

The village committee arranged for an Imam, who would provide religious

education to villagers between 6 p.m. in the Mosque. The villagers requested the Government to provide religious books which would be placed in the Mosque.

5. School Health.

A place in the school was to be arranged which would serve as a dispensary and school health unit. A retired army dispenser volunteered to serve the community free of cost daily for two hours and also to train young men.

Villagers requested the Government to provide medicines for the dispensary.

II. DEVELOPMENT PLAN OF VILLAGE CHIRAH

1. The two girls primary schools cater to the needs of female primary education, but there is no facility for higher education. A middle girls school is a necessity of the village.
2. For the provision of medical/health facilities a dispensary/school health center should be established.
3. For the adult education of males and females there should be some arrangement for teachers. The religious education should also be introduced in the education program.
4. Handicrafts Training Centers for the male and female population should be established where the services of qualified and trained teachers can be provided.
5. A Library should be established with the facilities for newspaper, radio and T.V.

III. DEVELOPMENT PLAN OF VILLAGE TARLAI

After the needs assessment, the village committees worked hard on finding ways and means of educating and motivating the community to resolve these needs. Many solutions were suggested for resolving all the four needs.

It was decided that different sub-committees be formed to thoroughly probe into different needs and then suggest best solutions.

These sub-committees in the future were to work as supervisory bodies of different operations started for resolving needs.

It was unanimously argued that education of the people was the only solution of all the four needs. Thus educational institutions were proposed to be made the hub of the socio-economic life of the village.

The curriculum was to be changed, making it more meaningful. All socio-economic activities of the village be linked with learning in schools, adult centers, mosques, and vocational centers.

A women's committee elected by the women of the village would function separately to solve the problems of the village. The committee elected Headmistress of Girls Primary School as its chairman. It would have 10 members. This committee would plan and supervise the female section of the village socio-economic life with following priority programs:

Upgrading the primary school as a middle school;

Library and news bulletins in school building for student and public;

Vocational skills 1. Carpet weaving
2. Power looms

Dispensary in school building with one teacher as part time dispenser.

Health care and cleanliness.

Long-Range Expansion

As the village plan included very many long ranging schemes such as improvement of health, moral values, literacy, vocational skills, a five-year plan was made for it.

From March 20, 1976 to July 1, 1976

1. Organization of village committee.

2. Formation of eleven sub-committees.

3. Formation of coordinating committees.

4. Organization of village corporation.

From July 1 to June, 1977

1. Improvement in school building and facilities, curriculum and attendance.

2. Upgradation of both schools.

3. Establishment of Health centers.

4. Training of teacher as dispensar/nurse. Training of village Imams in a uniform religious course.